



OFFICE OF  
THE ADMINISTRATOR

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FEDERAL AVIATION AGENCY

Washington 25, D.C.

(Taken from Pres  
week-end reading  
dtd 11/21/62)

*Carbon*  
*Revised 11/21/62*

November 19, 1962

MEMORANDUM FOR THE PRESIDENT

SUBJECT: Federal Aviation Agency Response to  
Cuban Crisis

The attached memorandum summarizes the  
actions we took in anticipation of and response to the  
Cuban situation.

*N. E. Halaby*  
N. E. HALABY  
Administrator

Attachment

*Dep't. of Transportation, State 1/8/75*  
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UNCLASSIFIED WHEN  
ATTACHMENTS ARE DETACHED

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November 6, 1962

HIGHLIGHTS AND ACTIONS TAKEN BY FAA  
WITH RESPECT TO THE CUBAN EMERGENCY

Airspace Actions

At 4:15 p.m. on October 24, 1962, the Joint Chiefs of Staff (JCS) concurred in the FAA proposal for the immediate implementation of Special Civil Air Regulation No. 454, which was issued and made effective as of 6:00 p.m. (copy attached). This regulation created substantial workload increase for Miami and Jacksonville Centers; traffic load in southern Florida increased 600 percent.

The Miami Center was authorized to grant or deny waivers to the Special Regulation after coordination with the 32nd Air Division in the interest of minimizing the impact of the regulation on civil aviation (i.e., crop dusters).

Authorized Southern Region to issue such procedures, on a national basis, as are required to effectively handle operations under Special Civil Air Regulation No. 454.

Complete ADIZ and flight plan service provided in Florida over all aircraft. ADIZ activities in Florida at maximum effort.

The Department of Defense requested that an ADIZ be established for Puerto Rico. Effective as of 12:01 a.m. on November 3, 1962, the requested ADIZ was established by Regulations of the Administrator under Part 620.

Aircraft Movements - Military

On October 19-20, assisted in several large-scale movements of military aircraft. Arranged for special handling of fighter aircraft from several Florida bases pending formal agreements changing category of bases.

On October 21, the Navy requested a control tower at Key West, Florida. Established and in operation that day.

Various classified military movement plans were developed in detail with respect to air traffic control and airspace procedures and are being held in a state of readiness in the event the need arises. These plans would have a major impact on civil aviation operations if execution becomes necessary.

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Increased military air activity being experienced by all ARTCCs throughout the country.

Procedures implemented for SAC augmentation (Increased Chrome Dome Operations).

Issued instructions to all towers not to permit aircraft taking off or landing to fly over or near parked SAC aircraft. Authorized priority handling of Navy ASW flights.

#### Aircraft Movements - Sensitive

Detailed handling of various sensitive aircraft movements was coordinated and worked out with the Department of State, JCS, NORAD, etc., through the FAA Headquarters Command Post (the U Thant flight to Cuba, the Mikoyan flight to Cuba, etc.).

#### Improved Agency Posture

FAA liaison offices at military commands placed in 24-hour-a-day operation on October 21.

Agency placed in DEFCON 3 on October 22. Agency Command Post initiated and manned on 24-hour-a-day operation.

Establishment of a permanent FAA Headquarters Command Post in the basement of 1711 New York Avenue agreed upon on October 23. Work on the Command Post began immediately.

Additional FAA personnel detailed on October 24 to assist the FAA Liaison Officers at the 32nd Air Division Headquarters and at the Tactical Air Command Headquarters to provide around-the-clock coordination. Additional personnel also detailed to Strike Command Headquarters at MacDill AFB.

Established "Plan for the Executive Direction of the FAA" on October 24. Plan calls for three Command and Control Teams (at different locations), a Relocation Staff, a Line of Succession in ATS Headquarters when the Director and Division Chiefs are dispersed, and Special Emergency Readiness Assignments.

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Procured supplies for radiologically protected ARTCCs (cots, blankets, food, etc.) on October 25.

Action initiated on October 25 to establish Alternate Command Posts equipped with required communications at Leesburg and Martinsburg. Work begun on FAA Records Center.

Primary and Alternate Relocation Sites for each Region developed for emergency use.

Order OA 1900.13 issued in respect of the subject "Instructions for Washington, D. C., Area Employees in Current Defense Readiness Emergency."

Command Post in basement of 1711 New York Avenue activated on October 26 and manned 24 hours per day to coordinate FAA operations with Department of Defense, Department of State and other interested agencies. Regions also established similar Command Posts and staffed 24 hours per day.

Voice circuit implemented on October 26 for the Washington Command Post giving expanded communications capability to Regional Offices. (This was subsequently extended to ARTCCs on November 2.)

Cryptographic equipment handling communications from Department of Defense was commissioned on October 26. (Similar equipment will be installed at Regional Offices (handling communications from FAA Headquarters) and in centers (handling communications from the Regional Offices) within 60 to 90 days.)

Communications capability, minus cryptographic, similar to that at the Washington Headquarters Command Post was commissioned at Leesburg and Martinsburg on October 29.

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SPECIAL CIVIL AIR REGULATION 454

On October 22, 1962, the President of the United States announced several actions that were necessary in the interests of hemispheric and national security with respect to recent threatening situations developing within the Island of Cuba. These actions require immediate means of identification and control of aircraft operations in the area specified in section 2. In order adequately and properly to provide for the necessary protection, identification, and control of aircraft operating within that area this Special Civil Air Regulation is required.

I have determined that a situation exists which requires the immediate adopting of this regulation for the security of the United States and for the safety of air commerce. Accordingly, after consultation with the Department of Defense, I find that notice and public procedure hereon are impracticable, and that good cause exists for making this regulation effective immediately.

Section 1. No person may operate any civil aircraft within the area described in Section 2 of this regulation unless (1) it is operated under a flight plan that has been approved by appropriate military authority acting through an FAA air traffic control facility; and (2) that aircraft possesses functioning navigation equipment, and functioning communications equipment necessary to maintain two-way radio contact with air traffic control facilities at all times during the operation, and the pilot in command monitors the radio frequencies specified by air traffic control.

Section 2. This regulation applies within the following area within the State of Florida and over waters adjacent thereto, from the surface upward:

Beginning at 29 degrees North latitude, 85 degrees West longitude; thence clockwise to 29 degrees North latitude, 79 degrees 30 minutes West longitude, to 24 degrees North latitude, 79 degrees 30 minutes West longitude, to 24 degrees North latitude, 85 degrees West longitude, to the point of beginning.

This regulation becomes effective at 6 P. M. (2300Z) EST, October 24, 1962, and is prescribed under the authority of sections 306, 307(a), 307(c) and 1202 of the Federal Aviation Act of 1958 (48 U.S.C. 1347, 1348(a) and 1522).

Issued in Washington, D. C., on October 23, 1962.

N. E. HALABY  
ADMINISTRATOR,  
FEDERAL AVIATION AGENCY